



ADMINISTRATIVE OFFICE OF THE UNITED STATES COURTS

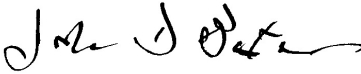
HONORABLE JOHN D. BATES
Director

WASHINGTON, D.C. 20544

October 21, 2013

MEMORANDUM

To: Chief Judges, United States Courts
Chairman, Judicial Panel on Multidistrict Litigation
Circuit Executives
Panel Executive, Judicial Panel on Multidistrict Litigation
Federal Public/Community Defenders
District Court Executives
Clerks, United States Courts
Clerk, United States Judicial Panel on Multidistrict Litigation

From: Judge John D. Bates 

RE: MISCELLANEOUS FEES **(INFORMATION)**

At its September 2013 session, the Judicial Conference approved several changes to the federal court miscellaneous fee schedules,¹ effective December 1, 2013, as discussed below.

First, the Conference amended the Court of Appeals Miscellaneous Fee Schedule to increase the appellate filing fee – referred to as the “docketing fee” in the schedule – from \$450 to \$500. This increase mirrors the recent adoption by the Conference of a \$50 administrative fee for civil cases in district court, and a similar, long-standing administrative fee for bankruptcy cases. Second, the Conference increased the records retrieval fee in all federal courts by \$11 (from \$53 to \$64) for the first box requested from a Federal Records Center, and created a new fee of \$39 for each additional box requested. These fees represent an effort to recoup some of the rising shipping and processing costs for handling those paper records. Third, the Conference established a new fee of \$176 in bankruptcy cases for the filing of motions for the sale of property free and clear of liens under 11 U.S.C. § 363(f). Motions filed under this statute provide asset purchasers and sellers in

¹ The Court of Appeals Miscellaneous Fee Schedule is issued pursuant to 28 U.S.C. § 1913; the District Court Miscellaneous Fee Schedule is issued pursuant to 28 U.S.C. § 1914; the Court of Federal Claims Miscellaneous Fee Schedule is issued pursuant to 28 U.S.C. § 1926(a); the Bankruptcy Court Miscellaneous Fee Schedule is issued pursuant to 28 U.S.C. § 1930; the Judicial Panel on Multidistrict Litigation Fee Schedule is issued pursuant to 28 U.S.C. § 1932; and the Electronic Public Access Fee Schedule is issued pursuant to 28 U.S.C. §§ 1913, 1914, 1926, 1930, and 1932.

bankruptcy cases with substantial benefits, and impose significant burdens on the courts to resolve them. Finally, the Conference amended the fee for checks returned for insufficient funds on each of the court fee schedules. The prior fee language – which applies only to “checks” – was outdated, as check payments have now largely been superseded by electronic payments. Please note that there is no change to the amount of this fee.

Revised fee schedules incorporating these changes are attached. In addition, the Administrative Office will provide updated fee charts explaining how courts should administer these fee changes for accounting purposes. If you have any questions concerning the Court of Appeals Miscellaneous Fee Schedule, please contact Gloria Malkin at 202-502-1525. For questions concerning the District Court Miscellaneous Fee Schedule, please contact Daryll Butler at 202-502-1503. For questions concerning the changes to the Bankruptcy Court Miscellaneous Fee Schedule, please contact Mary Fritsche at 202-502-3055. For questions regarding the Judicial Panel on Multidistrict Litigation Fee Schedule, please contact Jeffery Luthi at 202-502-2803. Wendell Skidgel can be contacted at 202-502-3095 for questions regarding the change to the Electronic Public Access Fee Schedule.

Attachments

Court of Appeals Miscellaneous Fee Schedule¹

The fees included in the Court of Appeals Miscellaneous Fee Schedule are to be charged for services provided by the courts of appeals.

- The United States should not be charged fees under this schedule, except as prescribed in Items 2, 4, and 5 when the information requested is available through remote electronic access.
 - Federal agencies or programs that are funded from judiciary appropriations (agencies, organizations, and individuals providing services authorized by the Criminal Justice Act, 18 U.S.C. § 3006A, and bankruptcy administrators) should not be charged any fees under this schedule.
- (1) For docketing a case on appeal or review, or docketing any other proceeding, ~~\$450~~ **\$500**.
- Each party filing a notice of appeal pays a separate fee to the district court, but parties filing a joint notice of appeal pay only one fee.
 - There is no docketing fee for an application for an interlocutory appeal under 28 U.S.C. § 1292(b) or other petition for permission to appeal under Fed. R. App. P. 5, unless the appeal is allowed.
 - There is no docketing fee for a direct bankruptcy appeal or a direct bankruptcy cross appeal, when the fee has been collected by the bankruptcy court in accordance with item 14 of the Bankruptcy Court Miscellaneous Fee Schedule.
- (2) For conducting a search of the court of appeals records, \$30 per name or item searched. This fee applies to services rendered on behalf of the United States if the information requested is available through remote electronic access.
- (3) For certification of any document, \$11.
- (4) For reproducing any document, \$.50 per page. This fee applies to services rendered on behalf of the United States if the document requested is available through remote electronic access.
- (5) For reproducing recordings of proceedings, regardless of the medium, \$30, including the cost of materials. This fee applies to services rendered on behalf of the United States if the recording is available through remote electronic access.

¹ Issued in accordance with 28 U.S.C. §1913

- (6) For reproducing the record in any appeal in which the court of appeals does not require an appendix pursuant to Fed. R. App. P.30(f), \$83.
- (7) For retrieval of ~~one box of a~~ records from a Federal Records Center, National Archives, or other storage location removed from the place of business of the court, ~~\$53~~ \$64. For retrievals involving multiple boxes, \$39 for each additional box.
- (8) For ~~a check paid into the court which is returned for lack of funds~~ any payment returned or denied for insufficient funds, \$53.
- (9) For copies of opinions, a fee commensurate with the cost of printing, as fixed by each court.
- (10) For copies of the local rules of court, a fee commensurate with the cost of distributing the copies. The court may also distribute copies of the local rules without charge.
- (11) For filing:
 - Any separate or joint notice of appeal or application for appeal from the Bankruptcy Appellate Panel, \$5;
 - A notice of the allowance of an appeal from the Bankruptcy Appellate Panel, \$5.
- (12) For counsel's requested use of the court's videoconferencing equipment in connection with each oral argument, the court may charge and collect a fee of \$200 per remote location.
- (13) For original admission of attorney to practice, including a certificate of admission, \$176
For a duplicate certificate of admission or certificate of good standing, \$18.

District Court Miscellaneous Fee Schedule¹

The fees included in the District Court Miscellaneous Fee Schedule are to be charged for services provided by the district courts.

- The United States should not be charged fees under this schedule, with the exception of those specifically prescribed in Items 2, 4 and 5, when the information requested is available through remote electronic access.
 - Federal agencies or programs that are funded from judiciary appropriations (agencies, organizations, and individuals providing services authorized by the Criminal Justice Act, 18 U.S.C. § 3006 and bankruptcy administrators) should not be charged any fees under this schedule.
1. For filing any document that is not related to a pending case or proceeding, \$46.
 2. For conducting a search of the district court records, \$30 per name or item searched. This fee applies to services rendered on behalf of the United States if the information requested is available through electronic access.
 3. For certification of any document, \$11. For exemplification of any document, \$21.
 4. For reproducing any record or paper, \$.50 per page. This fee shall apply to paper copies made from either: (1) original documents; or (2) microfiche or microfilm reproductions of the original records. This fee shall apply to services rendered on behalf of the United States if the record or paper requested is available through electronic access.
 5. For reproduction of an audio recording of a court proceeding, \$30. This fee applies to services rendered on behalf of the United States, if the recording is available electronically.
 6. For each microfiche sheet of film or microfilm jacket copy of any court record, where available, \$6.
 7. For retrieval of **one box of a records** from a Federal Records Center, National Archives, or other storage location removed from the place of business of the court, ~~\$53~~ **\$64**. **For retrievals involving multiple boxes, \$39 for each additional box.**

¹ Issued in accordance with 28 U.S.C. § 1914.

8. For ~~a check paid into the court which is returned for lack of funds~~ any payment returned or denied for insufficient funds, \$53.
9. For an appeal to a district judge from a judgment of conviction by a magistrate judge in a misdemeanor case, \$37.
10. For original admission of attorneys to practice, \$176 each, including a certificate of admission. For a duplicate certificate of admission or certificate of good standing, \$18.
11. The court may charge and collect fees commensurate with the cost of providing copies of the local rules of court. The court may also distribute copies of the local rules without charge.
12. The clerk shall assess a charge for the handling of registry funds deposited with the court, to be assessed from interest earnings and in accordance with the detailed fee schedule issued by the Director of the Administrative Office of the United States Courts.

For management of registry funds invested through the Court Registry Investment System, a fee at a rate of 2.5 basis points shall be assessed from interest earnings.
13. For filing an action brought under Title III of the Cuban Liberty and Democratic Solidarity (LIBERTAD) Act of 1996, P.L. 104-114, 110 Stat. § 785 (1996), \$6,355. (This fee is in addition to the filing fee prescribed in 28 U.S.C. § 1914(a) for instituting any civil action other than a writ of habeas corpus.)
14. Administrative fee for filing a civil action, suit, or proceeding in a district court, \$50. This fee does not apply to applications for a writ of *habeas corpus* or to persons granted *in forma pauperis* status under 28 U.S.C. § 1915.

Bankruptcy Court Miscellaneous Fee Schedule¹

The fees included in the Bankruptcy Court Miscellaneous Fee Schedule are to be charged for services provided by the bankruptcy courts.

- The United States should not be charged fees under this schedule, with the exception of those specifically prescribed in Items 1, 3 and 5 when the information requested is available through remote electronic access.
 - Federal agencies or programs that are funded from judiciary appropriations (agencies, organizations, and individuals providing services authorized by the Criminal Justice Act, 18 U.S.C. § 3006A, and bankruptcy administrators) should not be charged any fees under this schedule.
- (1) For reproducing any document, \$.50 per page. This fee applies to services rendered on behalf of the United States if the document requested is available through electronic access.
 - (2) For certification of any document, \$11.
For exemplification of any document, \$21.
 - (3) For reproduction of an audio recording of a court proceeding, \$30. This fee applies to services rendered on behalf of the United States if the recording is available electronically.
 - (4) For filing an amendment to the debtor's schedules of creditors, lists of creditors, or mailing list, \$30, except:
 - The bankruptcy judge may, for good cause, waive the charge in any case.
 - This fee must not be charged if -
 - the amendment is to change the address of a creditor or an attorney for a creditor listed on the schedules; or
 - the amendment is to add the name and address of an attorney for a creditor listed on the schedules.
 - (5) For conducting a search of the bankruptcy court records, \$30 per name or item searched. This fee applies to services rendered on behalf of the United States if the information requested is available through electronic access.

¹ Issued in accordance with 28 U.S.C. § 1930.

- (6) For filing a complaint, \$293, except:
- If the trustee or debtor-in-possession files the complaint, the fee must be paid only by the estate, to the extent there is an estate.
 - This fee must not be charged if -
 - the debtor is the plaintiff; or
 - a child support creditor or representative files the complaint and submits the form required by § 304(g) of the Bankruptcy Reform Act of 1994.
- (7) For filing any document that is not related to a pending case or proceeding, \$46.
- (8) Administrative fee for filing a case under Title 11 or when a motion to divide a joint case under Title 11 is filed, \$46.
- (9) For payment to trustees pursuant to 11 U.S.C. § 330(b)(2), a \$15 fee applies in the following circumstances:
- For filing a petition under Chapter 7.
 - For filing a motion to reopen a Chapter 7 case.
 - For filing a motion to divide a joint Chapter 7 case.
 - For filing a motion to convert a case to a Chapter 7 case.
 - For filing a notice of conversion to a Chapter 7 case.
- (10) In addition to any fees imposed under Item 9, above, the following fees must be collected:
- For filing a motion to convert a Chapter 12 case to a Chapter 7 case or a notice of conversion pursuant to 11 U.S.C. § 1208(a), \$45.
 - For filing a motion to convert a Chapter 13 case to a Chapter 7 case or a notice of conversion pursuant to 11 U.S.C. § 1307(a), \$10.

The fee amounts in this item are derived from the fees prescribed in 28 U.S.C. §1930(a).

If the trustee files the motion to convert, the fee is payable only from the estate that exists prior to conversion.

If the filing fee for the chapter to which the case is requested to be converted is less than the fee paid at the commencement of the case, no refund may be provided.

- (11) For filing a motion to reopen, the following fees apply:
- For filing a motion to reopen a Chapter 7 case, \$245.
 - For filing a motion to reopen a Chapter 9 case, \$1167.
 - For filing a motion to reopen a Chapter 11 case, \$1167.
 - For filing a motion to reopen a Chapter 12 case, \$200.
 - For filing a motion to reopen a Chapter 13 case, \$235.
 - For filing a motion to reopen a Chapter 15 case, \$1167.

The fee amounts in this item are derived from the fees prescribed in 28 U.S.C. § 1930(a).

The reopening fee must be charged when a case has been closed without a discharge being entered.

The court may waive this fee under appropriate circumstances or may defer payment of the fee from trustees pending discovery of additional assets. If payment is deferred, the fee should be waived if no additional assets are discovered.

The reopening fee must not be charged in the following situations:

- to permit a party to file a complaint to obtain a determination under Rule 4007(b); or
- when a debtor files a motion to reopen a case based upon an alleged violation of the terms of the discharge under 11 U.S.C. § 524; or
- when the reopening is to correct an administrative error.

(12) For retrieval of ~~one box of a~~ records from a Federal Records Center, National Archives, or other storage location removed from the place of business of the court, ~~\$53~~ \$64. For retrievals involving multiple boxes, \$39 for each additional box.

(13) For ~~a check paid into the court which is returned for lack of funds~~ any payment returned or denied for insufficient funds, \$53.

(14) For filing an appeal or cross appeal from a judgment, order, or decree, \$293.

This fee is collected in addition to the statutory fee of \$5 that is collected under 28 U.S.C. § 1930 (c) when a notice of appeal is filed.

Parties filing a joint notice of appeal should pay only one fee.

If a trustee or debtor-in-possession is the appellant, the fee must be paid only by the estate, to the extent there is an estate.

Upon notice from the court of appeals that a direct appeal or direct cross-appeal has been authorized, an additional fee of \$157 must be collected.

(15) For filing a case under Chapter 15 of the Bankruptcy Code, \$1167.

This fee is derived from and equal to the fee prescribed in 28 U.S.C. § 1930(a)(3) for filing a case commenced under Chapter 11 of Title 11.

- (16) The court may charge and collect fees commensurate with the cost of providing copies of the local rules of court. The court may also distribute copies of the local rules without charge.
- (17) The clerk shall assess a charge for the handling of registry funds deposited with the court, to be assessed from interest earnings and in accordance with the detailed fee schedule issued by the Director of the Administrative Office of the United States Courts.

For management of registry funds invested through the Court Registry Investment System, a fee at a rate of 2.5 basis points shall be assessed from interest earnings.

- (18) For a motion filed by the debtor to divide a joint case filed under 11 U.S.C. § 302, the following fees apply:
- For filing a motion to divide a joint Chapter 7 case, \$245.
 - For filing a motion to divide a joint Chapter 11 case, \$1167.
 - For filing a motion to divide a joint Chapter 12 case, \$200.
 - For filing a motion to divide a joint Chapter 13 case, \$235.

These fees are derived from and equal to the filing fees prescribed in 28 U.S.C. § 1930(a).

- (19) For filing the following motions, \$176:
- To terminate, annul, modify or condition the automatic stay;
 - To compel abandonment of property of the estate pursuant to Rule 6007(b) of the Federal Rules of Bankruptcy Procedure; **or**
 - To withdraw the reference of a case or proceeding under 28 U.S.C. § 157(d); **or**
 - **To sell property of the estate free and clear of liens under 11 U.S.C. § 363(f).**

This fee must not be collected in the following situations:

- For a motion for relief from the co-debtor stay;
 - For a stipulation for court approval of an agreement for relief from a stay; or
 - For a motion filed by a child support creditor or its representative, if the form required by § 304(g) of the Bankruptcy Reform Act of 1994 is filed.
- (20) For filing a transfer of claim, \$25 per claim transferred.²

² This fee will be effective May 1, 2013.

United States Court of Federal Claims Fee Schedule¹

Following are fees to be charged for services provided by the United States Court of Federal Claims. For checks, please make them payable to: Clerk, U.S. Court of Federal Claims. No fees are to be charged for services rendered on behalf of the United States, with the exception of those specifically prescribed in items (2), (8) and (9). No fees under this schedule shall be charged to federal agencies or programs which are funded from judiciary appropriations, including, but not limited to, agencies, organizations, and individuals providing services authorized by the Criminal Justice Act, 18 U.S.C. § 3006A, and Bankruptcy Administrator programs.

1. For filing a civil action or proceeding, \$350.²
2. For reproducing any record or paper, \$.50 per page. This fee shall apply to paper copies made from either: (a) original documents; or (b) microfiche or microfilm reproduction of the original records. This fee shall apply to services rendered on behalf of the United States if the record or paper requested is available through electronic access.
3. For certification of any document or paper, whether the certification is made directly on the document or by separate instrument, \$11. For exemplification of any document or paper, twice the amount of the charge for certification.
4. For admission of attorneys to practice, \$176 each, including a certificate of admission.³ For a duplicate certificate of admission or certificate of good standing, \$18.
5. For receipt of a monthly listing of court orders and opinions, \$22 per year.
6. The court may charge and collect fees commensurate with the cost of providing copies of the local rules of court. The court may also distribute copies of the local rules without charge.
7. For ~~a check paid into the court which is returned for lack of funds~~ any payment returned or denied for insufficient funds, \$53.
8. For every search of the records of the Court of Federal Claims conducted by the clerk of the court or a deputy clerk, \$26 per name or item searched. This fee shall apply to services rendered on behalf of the United States if the information requested is available through electronic access.

¹ Issued in accordance with 28 U.S.C. § 1926(a).

² Filing fee increase effective January 1, 2010.

³ Admission of attorneys to practice fee increase effective September 18, 2005.

9. For reproduction of an audio recording of a court proceeding, \$30. This fee applies to services rendered on behalf of the United States, if the recording is available electronically.
10. For filing or indexing any document not in a case or proceeding for which a filing fee has been paid, \$46.
11. For retrieval of **one box of a records** from a Federal Records Center, National Archives, or other storage location removed from the place of business of the court, ~~\$53~~ **\$64. For retrievals involving multiple boxes, \$39 for each additional box.**
12. Administrative fee for filing a civil action, suit, or proceeding with the Court of Federal Claims, \$50. This fee does not apply to petitioners granted *in forma pauperis* status under 28 U.S.C. § 1915.

Judicial Panel on Multidistrict Litigation Fee Schedule¹

Following are fees to be charged for services to be performed by the clerk of the Judicial Panel on Multidistrict Litigation. No fees are to be charged for services rendered on behalf of the United States, with the exception of those specifically prescribed in items 1 and 3. No fees under this schedule shall be charged to federal agencies or programs which are funded from judiciary appropriations, including, but not limited to, agencies, organizations, and individuals providing services authorized by the Criminal Justice Act, 18 U.S.C. § 3006A.

- (1) For every search of the records of the court conducted by the clerk of the court or a deputy clerk, \$30 per name or item searched. This fee shall apply to services rendered on behalf of the United States if the information requested is available through electronic access.
- (2) For certification of any document or paper, whether the certification is made directly on the document or by separate instrument, \$11.
- (3) For reproducing any record or paper, \$.50 per page. This fee shall apply to paper copies made from either: (1) original documents; or (2) microfiche or microfilm reproductions of the original records. This fee shall apply to services rendered on behalf of the United States if the record or paper requested is available through electronic access.
- (4) For retrieval of ~~one box of~~ records from a Federal Records Center, National Archives, or other storage location removed from the place of business of the court, ~~\$53~~ \$64. For retrievals involving multiple boxes, \$39 for each additional box.
- (5) For ~~a check paid into the Panel which is returned for lack of funds~~ any payment returned or denied for insufficient funds, \$53.

¹ Issued in accordance with 28 U.S.C. § 1932.

Effective December 1, 2013

ELECTRONIC PUBLIC ACCESS FEE SCHEDULE
(Issued in accordance with 28 U.S.C. §§ 1913, 1914, 1926, 1930, 1932)

The fees included in the Electronic Public Access Fee Schedule are to be charged for providing electronic public access to court records.

Fees for Public Access to Court Electronic Records (PACER)

- (1) Except as provided below, for electronic access to any case document, docket sheet, or case-specific report via PACER: \$0.10 per page, not to exceed the fee for thirty pages.
- (2) For electronic access to transcripts and non-case specific reports via PACER (such as reports obtained from the PACER Case Locator or docket activity reports): \$0.10 per page.
- (3) For electronic access to an audio file of a court hearing via PACER: \$2.40 per audio file.

Fees for Courthouse Electronic Access

- (4) For printing copies of any record or document accessed electronically at a public terminal in a courthouse: \$0.10 per page.

PACER Service Center Fees

- (5) For every search of court records conducted by the PACER Service Center, \$30 per name or item searched.
- (6) For the PACER Service Center to reproduce on paper any record pertaining to a PACER account, if this information is remotely available through electronic access: \$0.50 per page.
- (7) For ~~a check paid to the PACER Service Center which is returned for lack of funds~~ any payment returned or denied for insufficient funds, \$53.

Free Access and Exemptions

(8) Automatic Fee Exemptions

- No fee is owed for electronic access to court data or audio files via PACER until an account holder accrues charges of more than \$15.00 in a quarterly billing cycle.
- Parties in a case (including *pro se* litigants) and attorneys of record receive one free electronic copy, via the notice of electronic filing or notice of docket activity, of all documents filed electronically, if receipt is required by law or directed by the filer.
- No fee is charged for access to judicial opinions.
- No fee is charged for viewing case information or documents at courthouse public access terminals.

(9) Discretionary Fee Exemptions:

- Courts may exempt certain persons or classes of persons from payment of the user access fee. Examples of individuals and groups that a court may consider exempting include: indigents, bankruptcy case trustees, *pro bono* attorneys, *pro bono* alternative dispute resolution neutrals, Section 501(c)(3) not-for-profit organizations, and individual researchers associated with educational institutions. Courts should not, however, exempt individuals or groups that have the ability to pay the statutorily established access fee. Examples of individuals and groups that a court should not exempt include: local, state or federal government agencies, members of the media, privately paid attorneys or others who have the ability to pay the fee.
- In considering granting an exemption, courts must find:
 - that those seeking an exemption have demonstrated that an exemption is necessary in order to avoid unreasonable burdens and to promote public access to information;
 - that individual researchers requesting an exemption have shown that the defined research project is intended for scholarly research, that it is limited in scope, and that it is not intended for redistribution on the internet or for commercial purposes.

- If the court grants an exemption:
 - the user receiving the exemption must agree not to sell the data obtained as a result, and must not transfer any data obtained as the result of a fee exemption, unless expressly authorized by the court; and
 - the exemption should be granted for a definite period of time, should be limited in scope, and may be revoked at the discretion of the court granting the exemption.
- Courts may provide local court information at no cost (e.g., local rules, court forms, news items, court calendars, and other information) to benefit the public.

Applicability to the United States and State and Local Governments

- (10) Unless otherwise authorized by the Judicial Conference, these fees must be charged to the United States, except to federal agencies or programs that are funded from judiciary appropriations (including, but not limited to, agencies, organizations, and individuals providing services authorized by the Criminal Justice Act [18 U.S.C. § 3006A], and bankruptcy administrators).
- (11) The fee for printing copies of any record or document accessed electronically at a public terminal (\$0.10 per page) described in (4) above does not apply to services rendered on behalf of the United States if the record requested is not remotely available through electronic access.
- (12) The fee for local, state, and federal government entities, shall be \$0.08 per page until April 1, 2015, after which time, the fee shall be \$0.10 per page.

JUDICIAL CONFERENCE POLICY NOTES

The Electronic Public Access (EPA) fee and its exemptions are directly related to the requirement that the judiciary charge user-based fees for the development and maintenance of electronic public access services. The fee schedule provides examples of users that may not be able to afford reasonable user fees (such as indigents, bankruptcy case trustees, individual researchers associated with educational institutions, 501(c)(3) not-for-profit organizations, and court-appointed pro bono attorneys), but requires those seeking an exemption to demonstrate that an exemption is limited in scope and is necessary in order to avoid an unreasonable burden. In

addition, the fee schedule includes examples of other entities that courts should not exempt from the fee (such as local, state or federal government agencies, members of the media, and attorneys). The goal is to provide courts with guidance in evaluating a requestor's ability to pay the fee.

Judicial Conference policy also limits exemptions in other ways. First, it requires exempted users to agree not to sell the data they receive through an exemption (unless expressly authorized by the court). This prohibition is not intended to bar a quote or reference to information received as a result of a fee exemption in a scholarly or other similar work. Second, it permits courts to grant exemptions for a definite period of time, to limit the scope of the exemptions, and to revoke exemptions. Third, it cautions that exemptions should be granted as the exception, not the rule, and prohibits courts from exempting all users from EPA fees.